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By- Frasure, Kenneth J.

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Inservice education of administrators has received too little attention from universities, state education departments, and the federal government. Recent developments in educational administration provide means for improving inservice education, particularly in leadership development. Various approaches to inservice education for administrators are discussed, and specific recommendations are made for improving programs of educational leadership development. (HW)

YOUR LEADERSHIP DEVELOPMENT PROGRAM

A Paper Presented to the Annual
Conference of the American
Association of School Administrators

Presented by

Kenneth J. Frasure
School of Education
State University of New York at Albany

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YOUR LEADERSHIP DEVELOPMENT PROGRAM

By KENNETH FRASURE

"Any improvement made in education in this country during the 20 years immediately ahead will be made largely through the leadership of people now employed in administrative positions."[1]

The preceding statement is alarming when coupled with the realization that increasing amounts of resources are being invested for in-service education in agriculture, military interests, recreation and other areas but very little for educational administration. In this presentation the writer will comment on the following questions related to programs of educational leadership development:

1). Is there a need for educational leadership development?

2). What procedures are suitable for programs of educational leadersnip development?

3). What understandings, knowledge, and skills should be emphasized in programs of Educational Leadership Development?

4). What educational form shows promise for programs of Educational Leadership Development?

5). What kind of behavior encourages programs of Educational Leadership Development?

6). What action is needed now to encourage the programs of Educational Leadership Development?

1. Is there a need for Educational Leadership Development?

A persistent uneasiness about the future has been frequently stated in America by people on the street, by newspaper columnists, by radio commentators, by authors and by statesmen. While uneasiness is not new in the affairs of men,

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[1] Footnotes refer to the number of the bibliography listing.

there are many who insist that the present feelings are so intense and wide spread as to demand immediate and extensive attention to the following:

- strikes that disrupt an orderly way of life
- undeclared wars that are expensive in terms of human values, manpower, and economic resources
- racial uprisings that are divisive, destructive and unsettling
- rapidly changing technologies that produce unemployment and dislocation of people
- close and uniform urban life that brings the destruction of individuality and crushes creativity
- dissolution of family and community ties that produce alienation

Requests for solutions call for higher level of knowledge, improved values, and increased understanding. While parents, politicians, preachers, and publishers are urged to greater efforts in finding appropriate solutions, the educational administrators and leaders are most often cited as at once the causative factors and the appropriate agents for resolution of the problems.[9] Thus underscoring the view that educational leaders must help to meet the stresses of the society. To do this the educational leader must be able to identify the forces which are producing the stress.

> "------- the problems appear to arise from relatively few sources. They arise from the major social dislocations affecting American Society; from the rapid social changes affecting American communities which impose changes upon the schools; from cultural changes which necessitate new role definitions for educational administrators; from individual characteristics of superintendents, and seemingly, from the persistence of traditional modes of organizational behavior and governmental structures and practices.
>
> Faced with the myriad tasks and responsibilities of operating his schools, except for the special occasions, the superintendent has little opportunity to study his problems carefully and in their fullest context."[9]

Traditionally, the local school system has been seen as a responsible agency for in-service education of teachers. However, little has been done for teachers in most communities. Even less has been available to the educational

administrator.[4] Many administrators have attempted to meet the need by attending an occasional professional meeting in their field. The professional organizations have usually published a magazine and held an occasional conference or workshop. Recently the American Association of School Administrators and the National Association of Secondary School Principals have been expressing an increased awareness of responsibility for in-service education of their members. Private agencies and philanthropic groups have occasionally provided a program or research funds but the efforts have been limited and sporadic. Universities have claimed the area but they have been pushed to provide for meetings of short duration for local area administrators. The state governments have provided orientation meetings for new principals and special sessions to help administrators understand changes in state regulations. The federal government has promoted few opportunities for in-service education of administrators. Thus one may say that in-service education has not been readily available for educational administrators.

2. What procedures are suitable for programs of Educational Leadership Development?

A helpful step in providing in-service education for administrators is to have a fairly clear idea of the procedures that seem to be promising. One way to accomplish this is to ask those who provide the service and those who avail themselves of the offerings. A group of professors attending the National Conference of Professors of Educational Administration in 1965 prepared the following list of ways by which professors may best serve practicing administrators:

1). Provide group conferences of individual administrators with similar administrative responsibilities. (Elem. Prin.)

2). Build a ready reference library containing information relative to administrative problems for area administrators.

3). Set up meetings with a group of administrators from the same school system with differing responsibilities. (Supt., Asst. Supt., Director, Principal).

4). Develop cooperative evaluation teams to study organization and practice in administration.

5). Work with special purpose committees of practicing administrators for the improvement of practice, (Committee on Staff Selection).

6). Issue bulletins of information helpful to administrators.

7). Involve practicing administrators in research problems of a practical nature.

8). Direct administrators in a program of professional reading.

9). Provide a personnel file of employable young administrators.

10). Take over administrative posts in schools while school administrators are on leave for study.

11). Develop an area administrative resource and consultant list.

12). Speak out in area meetings and in the press concerning administrative problems and their solution.

13). Provide individual consultant services for administrators.

14). Provide administrative interns to work with administrators.

15). Study the application of administrative theory to situations.

16). Provide a research service for writing grant proposals.

17). Work out theoretical constructs based on administrative theory.

18). Involve a team of professors to work with an administrator in a school system over a period of a year or two.

19). Ask administrators to teach an occasional course or class period.

20). Set up school visitation and post-visitation conferences with school administrators.

A recent study[5] of ways of helping educational administrators surveyed one hundred and forty professors and one hundred and forty superintendents in New York State, each of whom was asked to rank order the items on the basis of their judgment regarding helpfulness. It was found that professors and superintendents were in general agreement as to the rank order of items in terms of helpfulness. In the total ratings, the items that included conferences and the exchange of ideas were more favored than were items based upon research and theory.

The professors tended to rate as more important. than did the superintendents, such items as meetings of administrators from the same school system, involving practicing administrators in research problems of a practical nature, studying the application of administrative theory to situations, and work with theoretical constructs based on administrative theory. On the other hand, the superintendents placed a higher rating than did the professors on issuing bulletins of information, providing a personnel file of employable young administrators, developing an area administrative resource and consultant list and an individual consultant services for administrators. Items dealing with reading and information for the superintendents were given a low rating by superintendents.

While there was general agreement between professors and superintendents on the rank order of the items, the results of the study tend to confirm the idea that perception differs between individuals and groups as they view a process from different environmental positions. The results seem to indicate that this is so even when the indivdiuals have much that they hold in common but are employed in different functional roles. In general it seems fair to state that professors and superintendents with longer service tend to agree more fully than do less experienced professors and superintendents. If this trend

is verified and continues, it may indicate an even sharper difference between superintendents and professors in the future. The older professors and superintendents at present tended to have more similar career patterns whereas there is a tendency at present for professors of administration to have a stronger theoretical base with little or no superintendency experience. On the other hand it appears that the professors in metropolitan areas and in preparation programs offering the superintendency certificate tend to agree with the young professors on the value of theory. Since the thrust toward theory is relatively recent, it may indicate that there has been more opportunity for young professors, professors in metropolitan areas and professors in programs preparing superintendents to learn about the value of administrative theory.

A national study completed in August 1966 is somewhat parallel to the one reported above.[6] In this study the same list as above was sent to one hundred and forty professors and to one hundred and forty practicing administrators in forty states. The responses indicated that professors were more inclined to value the importance of administrative theory than were superintendents, a finding similar to that indicated in the earlier study done in New York State.

The national study called attention to some interesting differences of perspective by geographical sections of the United States. Professors in the Northeast were more favorable to administrative theory than were professors in the Southwest. Superintendents from the Northwest differed most from superintendents from other sections. The superintendents from the Southeast and from the Southwest were more favorable to having professors speak out at meetings than were superintendents from the Northeast and from the Northwest.

In the national study, views were found to vary with years of service. Professors with less than ten years of service placed greater emphasis than other professors on the value of library references and on administrative theory. Professors with over thirty years of service laid greater stress than did other professors upon asking professors to take over while a superintendent was on leave. Professors with over twenty years service were more favorable than other professors to asking superintendents to teach an occasional course. Superintendents with less than twenty years of service were more favorable than more experienced superintendents to the study of the application of administrative theory. Superintendents with over thirty years of experience favored more than did other superintendents the asking of professors to speak out in meetings and in having professors work with a school system over a period of time through visitations and conferences. Ranking of items by superintendents with over thirty years service and by professors with less than ten years of service varied more than from the rankings of other experience categories.

In general, such items as reading the literature, professors taking over administrative posts, studying theory and having administrators teach courses did not have strong appeal for respondents. On the other hand, cooperative endeavors including the direct discussion of administrative practices, problems and organization rated high priority in total scores among both professors and superintendents in the national study.

Among the blocks encountered in the traditional methods of in-service education for administrators has been the difficulty of doing more than talking generally about problems because of the reluctance or inability of administrators to furnish the information needed to understand fully the factors present in a given situation. As a result, departments of educational

administration in many universities have turned to the use of simulated materials for both pre service and in-service education programs. The advocates of simualtion insist that it encourages the development of models and concepts that may be used for either research or preparation. It is held that individual interest and involvement are more readily attained and that participants are more aware of the background information needed in making decisions. Individuals are encouraged to profit by mistakes and to try new approaches in a situation where the necessity to defend and rationalize are minimized. Simulation also offers the opportunity to compare the behavioral responses of individuals under like conditions.

There appears to be general agreement in the profession as to the kinds of in-service education that are most worthy, but new and inventive means of in-service education are needed to meet the challenges of a rapidly changing society.

3. What understandings, knowledge, and skills should be emphasized in programs of Educational Leadership Development?

A program of leadership development should be built upon consideration of at least the following elements:

A. Cultural attitudes and understandings[13]

1). A social sensitivity and readiness to respond positively to members of all social, economic and ethnic groups.

2). A disposition to cooperate with other people in planning, executing, and evaluating courses of action.

3). The power to think and to inquire into problems of human concern in an appropriate manner.

4). The disposition and the ability to create through synthesis and communication while living a rich and stimulating though relaxed life.

5). The power of self-direction that enables one to maintain satisfactory relations with others and to assume responsibilities consistent with his values and skills.

6). An awareness of the democratic aspiration arising from the Hebraic-Christian ethnic, the humanistic traditions, and the tradition of science and technology.

7). An understanding of the interdependence of people.

B. Basic understanding of education[17]

1). The aims, objectives and organization of education in American life.

2). The tasks of growth and development of children and youth.

3). The methods of teaching and the use of teaching aids in a special area and their application to other areas.

4). The importance of planning and sound problems solving procedures in curriculum development.

5). The procedures and the instruments of educational measurement.

6). The nature and importance of communication and group process.

C. Administrative understandings[2]

1). Understanding of educational program development, operation, and decision making at all levels, (elementary, secondary, adult).

2). Understanding of public and human relations.

3). Understanding of school finance and school business management.

4). Understanding of the legal structure of education.

5). Understanding of educational building design.

6). Understanding of research and statistics in education.

7). Understanding of the methods of obtaining, organizing and supervising professional personnel.

8). Understanding of the structure and organization of education and administration at the local, state, and national levels.

D. Skills related to educational leadership[13]

1). The ability to understand one's motivation for action and their effect on groups and individuals in relation to proposed changes.

2). The ability to help others in seeing the need for change.

3). The ability to state the problem facing those involved in the process of change so that the specific areas of modification needed are clearly understood by the people involved.

4). The ability to involve others in deciding upon and planning strategic actions and to engage in training the personnel who will carry out the actions.

5). The ability to collaborate in carrying out a plan constructively.

6). The ability to collaborate in assessing progress, the methods of working, and resulting human relations of those taking part in change.

7). The ability to involve others in the stabilization and the spread of change.

B. Operative skills[15]

1). Interpret adequately the status, needs, problems, and policies, and plans of the school.

2). Provide pertinent information concerning school problems and suspend judgment until the pertinent facts have been examined.

3). Conduct all school affairs in an honest, ethical, and tactful manner.

4). Utilize consultants and specialists outside the school and cooperate with them in solving educational problems.

5). Encourage all persons who will be affected to participate in policy development, and to stimulate cooperative planning.

6). Deal impartially and equitably with all individuals and groups.

7). Show a sincere interest in the welfare of school personnel.

8). Organize citizens or parent advisory groups, and cooperate with them in the study and in the solution of school problems.

9). Willingly devote extra time to important school affairs.

10). Thoroughly understand the important requirements of jobs under his supervision, select and assign persons according to the requirements, and promote growth of personnel.

11). Courageously demand that recommendations he considers necessary for the welfare of the school be accepted and hold to these recommendations in the face of unjust pressures and influences, in spite of jeopardy to his personal position.

12). Accept criticism gracefully.

13). Conduct meetings and conferences effectively.

14). Organize the schools to offer community services and provide for community use of school facilities.

15). Accept full responsibility for achieving the educational objectives of the school system.

16). Ably defend the school, school personnel, and himself from unwarranted criticism and unjust action.

17). Safeguard the health of the school personnel and provide for their personal safety.

18). Set a good example by his own personal behavior.

19). Encourage interested persons to visit the schools and board meetings.

20). Administer the budget prudently and keep accurate financial records.

21). Speak effectively.

22). Initiate action promptly in cases of emergency.

23). Familiarize himself with school board policy before making public statements or taking action.

24). Identify himself with the policies of the school system and support the policies.

25). Utilize parents and cooperate with them, to solve problems satisfactorily.

F. Understanding of and skill in dealing with problems of the society

1). Identifying sources of problems.

2). Limiting the problems present.

3). Meeting the problems identified and limited.

4. What organizational form shows promise for programs of Educational Leadership Development?

In addition to the current lack of appropriate opportunities for in-service education for administrators, it is almost impossible to get the administrator away from his job long enough to provide worthwhile in-service education for him. For this reason, at least once each ten years and perhaps more often educational administrators should re-examine their values, attitudes, skills and knowledge through a carefully prepared program involving a minimum of a month or two months away from the job.

A staff college for educational leaders in each state or section of the United States would provide an opportunity for administrative leaders at the local, state and national levels to give full attention to the renewal of their educational foundations. The staff colleges should supplement each other in terms of resources developed and consultants used. Professors from the area involved and elsewhere in the country or in the world might serve this group on a rotating basis and therefore broaden the base of materials and kinds of approaches with which the professors have become familiar. This idea has been found workable by the American Management Association through residential centers for management training. Stanford University has successfully brought in scholars for a year to its Behavioral Sciences Center at Stanford, California.

In 1962, the University Council for Educational Administration published Preparing Administrators: New Perspectives under the editorship of Jack Culbertson and Stephen Hencley.[3] A section of this work which was written by A. D. Albright (p.139) points to several examples of staff colleges which have been established. He points to the five military colleges maintained for staff by the United States a staff college for executives founded in 1948 in England. a staff college for hospital administrators in 1951 (also in England), a staff college in public administration in Canada in 1954, a school for national administration in France and similar arrangements in Brazil, Argentina Central America and six other countries. These opportunities have contributed not only to the men attending but also to strengthening the offerings of universities in the countries mentioned.

In setting up a staff college for educational leaders, one faces a number of questions that must be considered as the plan develops. Perhaps the primary consideration is for whom the staff college is designed. Assuming that it is for educational leaders, are these leaders primarily interested in public education, private education, elementary education, secondary education, or higher education? Even more specifically, what kind of peronnnel form these various types of institutions where levels of education are of interest?

In this statement it has been assumed that leaders of public elementary and secondary education are of initial focus. Having faced this point, one must then determine whether or not the staff college will be built around administrative positions, areas of primary focus, areas of interest, types of institutions. and such other factors as may be deemed pertinent. Let us say that the central office administrators are

the primary group to be considered and therefore the program will be provided for administrative officers such as: superintendents, assistant superintendents, and those with district-wide responsibilities.

A second question that must be faced is the kind of instruction help or service that the staff college will provide. Is it fundamentally an organization that will deal with the sources of problems within the society and with means of identifying, limiting, and meeting the problems created by these forces or is it an organization that will concentrate on the kinds of solutions that have been made to these problems in the past and that are being made in the present? Further will it make an effort to determine the direction of future change and the implications for education or will it state what has been in the hope that this is the best indicator of things to come?

In this connection it is known that the educational background of many of the leaders of education have fallen behind in terms of the basic knowledge understanding and skills that they have been able to maintain. It is furtner assumed that the programs from which many of these leaders came were not really designed to make district wide administrators of them. Therefore it is believed that some rather fundamental materials should be introduced into the program. These materials should: (1) First delve into such matters as the development of our current social science as viewed from the standpoint of many disciplines including sociology, economics political science, anthropology the arts and the military. (2) In addition, educational leaders do not know where they may turn for help in facing current problems. In other words, what resources are available

to educational administrators? What resources should we develop and how may these resources be best utilized? (3) A further consideration deals with the role that the school system is expected to play in the current scene. Does it serve as an institution for academic programs, vocational programs, economic programs, social reform, or community service? Does it undertake to interpret the changing society or does it serve a more active role? If one or all of these roles are to be served then which one takes priority, which ones offer the most promise for the present, which ones will help us most in the future, and what kind of realistic combination must the educational leader evolve in different situations?

If these roles are to be fulfilled, each leader must then know something of the part that he may play as he relates to others, to the role of the institution, to resources that are available and to the current issues within society. Facing these problems is a big order. It calls for a well defined plan of action. It calls for experience in defining plans of action and in modifying these plans as new forces and new information becomes available. Therefore, it is suggested that educational leaders who attend the staff college should have an opportunity to design a plan or plans for action within their specialized area of leadership. These plans should be discussed with other institutional leaders in a situation where status is minimized and ideas are maximized. Thus, the modification and revision of the plans are permitted.

The experience in the staff college should be followed by general conference evaluation and visitation to individuals who participated in order to determine those elements in the program that sound most helpful and so that suggestions may be made to participants.

5. What kind of behavior encourages programs of Educational Leadership Development?

A. Encouraging[10]

1). Let's not talk about people being below or under us.

2). Rather than saying someone works under us or for us. let's speak of them working with us.

3). Let us think of spreading information out rather than down.

4). Let us credit others when they have a new idea.

5). Let's not grab off more than our share of the conversation. If someone tries to stop you -- stop!

6). Let's not applaud ourselves with such words as "obviously" or "It stands to reason."

7). Let's encourage rather than discourage differences. Unless we have differences we cannot learn anything new.

8). Let's not be too sure that "it won't work." Let's say, "I haven't been able to work it."

9). Let's not cover up error. everybody errs. Let's just not make the same error.

10). Let's not reserve courtesy for social conditions.

B. Discouraging[10]

1). Never prepare in advance. Speak spontaneously -- it keeps things on a superficial level.

2). Always take your responsibilities lightly. This reduces your anxiety and increases the frustrations of the others.

3). Never try to understand the purposes of the group -- this guarantees that you'll accomplish nothing.

4). Always do the lion's share of the talking. None of the others have good ideas anyway.

5). Never give credit. hog it all for yourself. The rest just love a braggart.

6). Always speak of your years of experience. This compensates for your lack of ability.

7). Never tell anyone how you do it else you may lose your prestige and position.

8). Always encourage the formation of cliques. The group can't last long when they begin to fight among themselves.

C. Basic Questions concerning Leadership Development[16]

1). Are members of the group aware of common interests and needs? Do group members participate actively in the planning of their learning activities?

2). Does the program enable members of the group to formulate and achieve their aims?

3). Is the program subject to change growing out of continuous evaluation?

4). Does the program provide successes and satisfactions for the group and its members that are sufficient to provide motivation for continuing participation?

5). Are information-giving and skill-training introduced in response to needs felt by the group in the course of its activities?

6). Are the materials used suitable to the backgrounds of the group?

6. What action is needed now to encourage the program of Educational Leadership Development?

A thorough regrounding of educational leaders is essential if they are to understand and interpret the society to make the essential shifts in educational opportunities, to get a concept of the job of educational leaders, and to develop the values and the consequent reorientation to a rapidly changing society.[7] Regrounding cannot be provided by a single agency. It must be accomplished through a massive frontal attack marshalling all of the resources and agencies available. A fast approach is needed.

national, state and local task forces are needed to consider the problems of in-service education for educational leaders. Agreement should be reached on items such as the following:

- the group or groups to be served
- the nature of the needs of these groups
- the kinds of curriculum that are needed
- the methods that will be used
- the resources that are available
- the organizational forms and patterns that will best serve.
- the means of evaluating the success of the effort

While agreements are being reached the following steps should be taken:

1). Administrative groups should point out forcefully to local, state and national officials as well as to universities the need for in-service education for administrators.

2). Boards of education should encourage administrators to take every available opportunity to increase the competence of administrative staffs. (Money for leaves of absence, temporary replacements, travel, supplies, equipment and consultants should be provided).

3). Universities with serious commitment to the preparation of administrators should develop sufficient staff to provide for research, service, pre-service, in-service opportunities for educational administrators.

4). State Education Departments should encourage boards of education to be liberal concerning in-service education opportunities and such state education departments should establish a staff college for administrative leaders of education in the state.

5). The federal government should set up a fund to assist the states in the financing of staff colleges of educational leaders.

SUMMARY

In-service education of administrators has received too little attention from the universities, state education departments, and from

the federal government. The needs are great and the content has been identified. There are many approaches to in-service education for administrators and there is general agreement in the profession as to those that have the most promise. Recent developments in educational administration offer avenues for improved in-service education but these need to be based upon sound consideration, development and use in order to reap the benefits. Perhaps we should keep in mind the following quotation:

> 'Well, in our country, 'said Alice still panting a little, 'You'd generally get to somewhere else -- if you ran very fast for a long time, as we've been doing.
>
> 'A slow sort of country! said the Queen. 'Now, here, you see, it takes all the running you can do, to keep in the same place. If you want to get somewhere else, you must run at least twice as fast as that!
>
> Through The Looking Glass
> Lewis E. Carroll

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